DOCUMENT RESUME

ED 212 642 TM 810 842

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| AUTHOR | Schwartz, Terry Ann; And Others |
| TITLE | A Third-Party Evaluation of the Kanawha County (W.VA.) Community Education Program: Executive Summary. |
| INSTITUTION | Virginia Univ., Charlottesville, Bureau of Educational Research. |
| SPONS AGENCY | Mott (C.S.) Foundation, Flint, Mich.; Virginia Univ., Charlottesville. Mid-Atlantic Center for Community Education. |
| PUB DATE | Aug 80 |
| GRANT | 78-489 |
| NOTE | 32p. |
| EDRS PRICE | MF01/PC02 Plus Postage. |
| DESCRIPTORS | *Community Education; *Evaluation Criteria; *Evaluation Methods; Human Services; Models; *Program Attitudes; *Program Evaluation; School Community Relationship |
| IDENTIFIERS | *Kanawha County Schools WV |

ABSTRACT

This objective evaluation of the Kanawha County Schools Community Education (CE) program offered project staff the opportunity to determine the worth or effectiveness of the CE program and to provide stimuli for program improvement purposes. The CE personnel and the evaluation team blended their expertise--the program staff in the substance of the CE program (e.g.,goals, objectives, activities) and the evaluation team in the substance of the evaluation (e.g., design, data collection, and analysis). A model of the CE program was constructed to illustrate program parameters, program processes and program environmental factors. Outcomes and impacts are cited. Two methodological approaches were used in the operationalization of the evaluation: descriptive and case. For the former, interview schedules and questionnaires were used for data collection purposes. In the case approach, interview schedules were also implemented, but the major source of information was unobtrusive measures--records and observation. (Author/CE)

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# EVALUATION OF A HUMAN SERVICES PROGRAM

## COMMUNITY EDUCATION IN KANAWHA COUNTY, W.Va.

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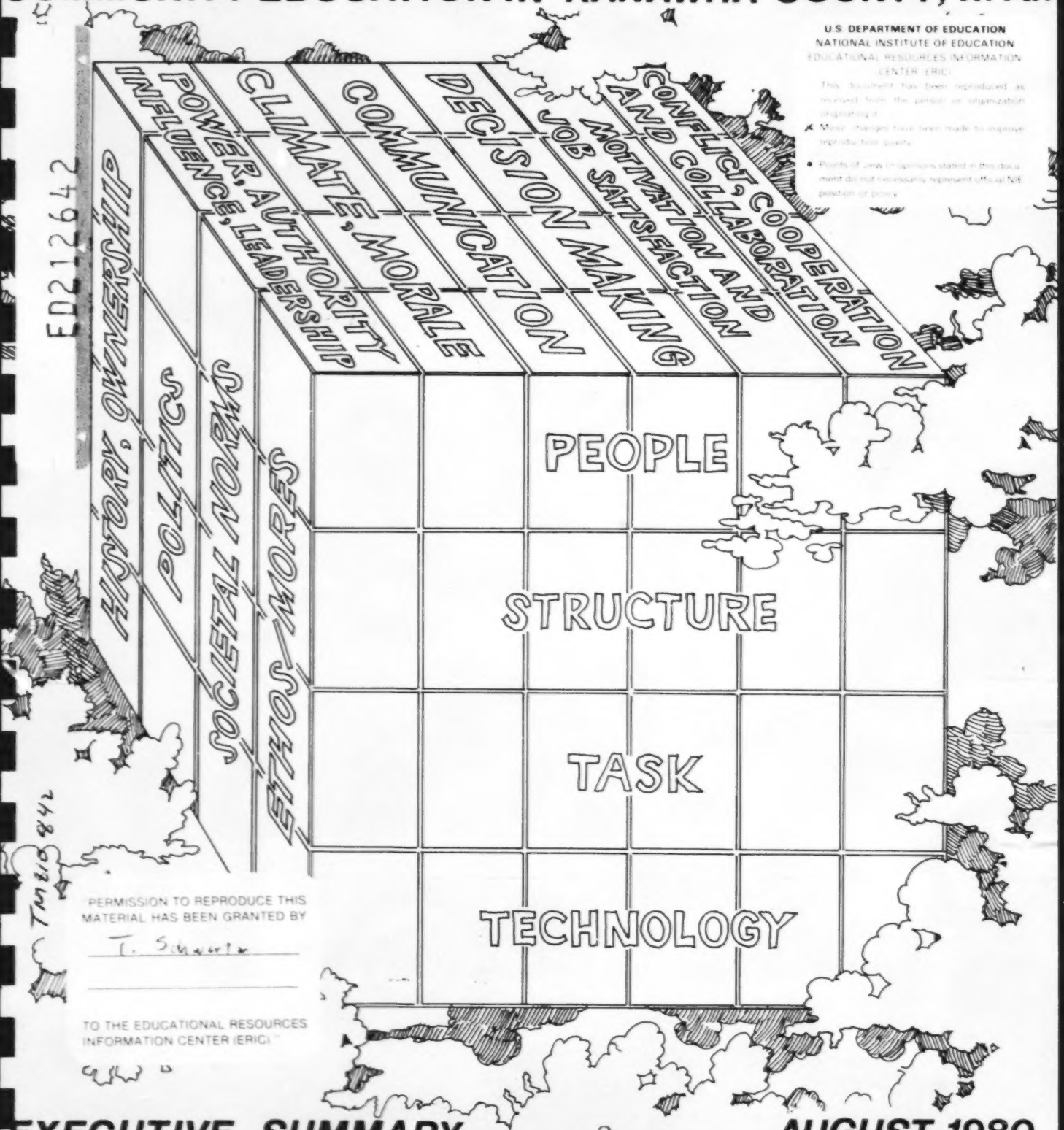


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**EXECUTIVE SUMMARY**  **AUGUST 1980**

# A Third-Party Evaluation of the Kanawha County (W. Va.) Community Education Program: Executive Summary

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1980

*This study was funded, in part, by the C. S. Mott Foundation*
*Grant No. 78-489*
*The interpretations and conclusions contained herein do not necessarily represent those of the Mott Foundation Trustees or Officers.*

The community education concept focuses primarily upon the community as the source and center of education, upon all its relevant sites, institutions, agencies, organizations and people. The school becomes essentially a place for cooperative planning of significant education experiences in the community and for their reporting and evaluation.

In the education-centered community, contrasted to the community-centered school, teaching is an aspect of many kinds of life activities rather than an exclusive, specialized occupation carried on primarily in education facilities.

(P. A. Clark. Community education and its major components. Journal of Teacher Education, 1977, 28 (4), p.5.)

For several years, the staff members of the Kanawha County (West Virginia) Schools Community Education (CE) Program had requested a third-party evaluation of their program. These requests were concomitant with a heightened awareness of the need for an "objective" evaluation of the CE program in the county and an increase in the internal evaluation procedures used by program personnel.

The regional resource center for CE, the Mid-Atlantic Consortium for CE (MACCE), recognizing the Kanawha County program's increasing interest in evaluation, contracted with the Bureau of Educational Research (BER) at the University of Virginia to provide third-party evaluation services to the Kanawha County Schools CE program during the 1979-80 school year. These services include: (1) preparing an evaluation plan and its rationale; (2) implementing selected components of the evaluation plan during the 1979-80 school year; and (3) collecting, analyzing, and reporting the information in two phases (by February 1, 1980 and by June 15, 1980). In fact, the service mission of both the MACCE and the BER allowed for the conduct of this evaluation to cost the Kanawha County Public Schools no money. It is expected that a cost analysis of the project will produce an expenditure figure in excess of $50,000.

Program evaluation information was collected to enable project staff to determine the "worth" or "effectiveness" of the program and to provide stimuli for program improvement purposes. To this end, CE personnel and the evaluation team blended their expertise--the program staff in the substance of the CE program (e.g., goals, objectives, activities) and the evaluation team in the substance of the evaluation (e.g., design, data collection and analysis). Thus the success of this evaluation, at least in part, has been

determined by the commitment of CE personnel and the evaluation team to work together to provide the most useful and appropriate information about the program.

Program Model

Due to many factors--Kanawha County's strong orientation toward evaluation, the complexity of the CE program, and the need expressed by program staff members for a comprehensive evaluation which would provide information for program improvement and assess the relative "worth" of the program--a number of models were considered as possible evaluation frameworks. The scarcity of money, today, for ambitious projects dictated that this project represent an evaluation which describes the KC program and determines the extent to which its objectives have been achieved. This is the basis on which the evaluation model and process were developed and implemented.

The initial task of the evaluators was to design a model for CE in Kanawha County (KC) which would reflect the nature of the KC program and serve as the conceptual framework for the evaluation. CE in KC is a complex, county-wide program; therefore, the dimensions and results (outcomes and impacts yielded by CE) of the program model were tailored to be broad enough to describe the program's complexity at the county level, yet specific enough to describe subprograms at local CE centers.

Community education literature, interviews with CE staff in KC, and site visitations to KC CE centers provided the input for the program model. Definitions were culled from literature on CE as well as from federal, state, and local criteria for CE programs, all contributing to the generalizability of the model. At the same time, information obtained from interviews with Kanawha County CE staff members, site visitations, and monthly and annual reports insured that the specific nature of the Kanawha County CE program

was not sacrificed.

A dynamic, 3-dimensional design was developed to serve as the conceptual framework for the program evaluation. The model (see Figure 1) is comprised of three dimensions--program parameters, program processes, and environment--represented graphically in the shape of a cube to demonstrate interaction among dimensions. The process of the dimensions interacting with each other produces and influences CE results. The results of the interactions allow the program to be productive (i.e. to have outcomes) and to be meaningful (i.e. to have impact) relative to the clientele served.

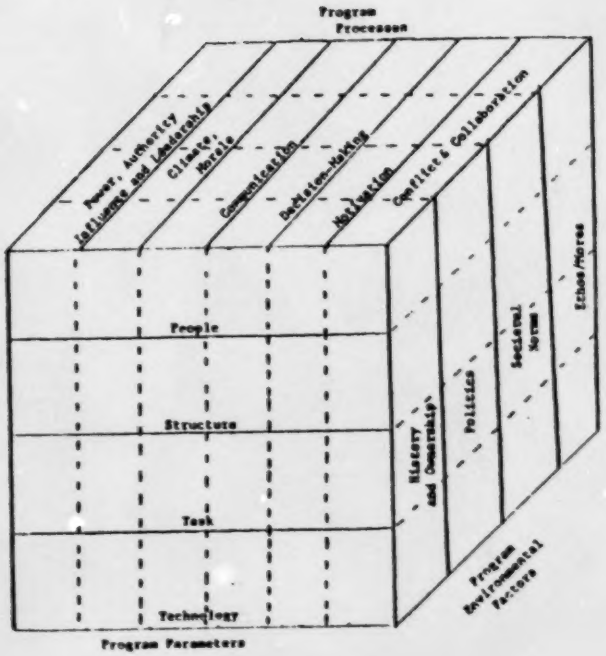
The model is appropriate for CE program description because it demonstrates both the program and process orientation of CE programs and it shows how such programs must exist within an environment of community. Thus, the programmatic dimension of CE is defined by the parameters of structure, task, people, and technology. The process dimension is defined by the forces that are continously involved to perpetuate the functions of the CE program. These forces include: power, authority, influence, and leadership; climate and morale; communication; decision making; motivation and job satisfaction; conflict, cooperation, and collaboration.

An environmental dimension completes the cube. The environmental factors provide the variables of the context in which a CE program must exist. These variables include the patterns of values held by the community (ethos and mores), the collection of standards which establish the "ways of life" (culture, society, and norms), politics, and history. As with the other dimensions--program parameters and program processes--each element within each dimension interacts with all the other elements.

Results which follow immediately and directly from the interaction of program dimensions are known as program outcomes. These results are expected

DIMENSIONS: the CE program dimensions are:

RESULTS




OUTCOMES: the CE program outcomes will be:

1. Coordination & expansion of existing community services & programs
2. Provision of educational services & programs to all sub populations in the community
3. Expansion of the use of schools
4. Provision for the integration of and mutual reinforcement between K-12 instructional and CE programs
5. Increase in community involvement in school and in other public decision-making processes
6. Coordination between schools & non-school governmental agencies & private agencies & associations

IMPACTS: The CE program might have an impact on:

1. Community support for schools
2. Teachers and administrative staff attitudes toward community
3. Self-help activities undertaken by the community
4. School vandalism
5. Participation of citizens in school decision-making
6. Participation of citizens in non-school decision-making
7. Drug and alcohol abuse in community
8. Development of curriculum materials
9. Securing legislation favorable to CE
10. Delinquency of youth
11. Understanding of cultural differences
12. Sense of community
13. "Quality of Life"
14. Academic achievement of students





Figure 1. DIMENSIONS AND RESULTS OF CE PROGRAM

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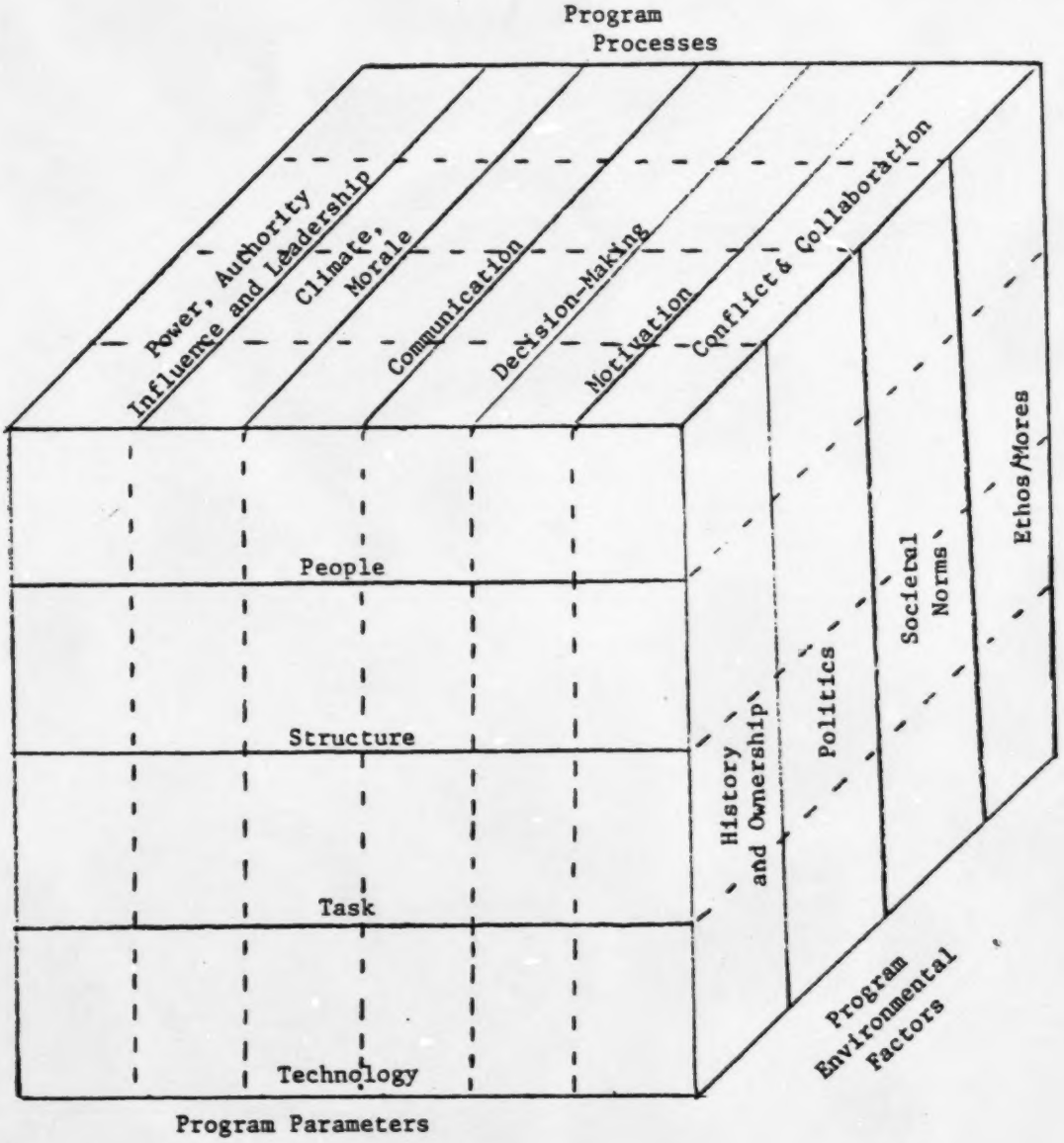


Figure 1. Dimensions and Results of CE Program

RESULTS →

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Figure 1. DIMENSIONS AND RESULTS OF CE PROGRAM

to be obtained from the implementation and conduct of the program. They include: coordination and expansion of existing community services and programs; expansion of the use of the schools; provision for the integration of and mutual reinforcement between K-12 instructional and CE programs; increase in community involvement in school and other public decision-making processes; and coordination between schools, non-governmental agencies, and private agencies and associations.

Program impacts are the long range or indirect results of the CE program. They are those elements which cannot be expected as outcomes of the implementation and conduct of the program. There are too many confounding variables to identify the CE program as the single major factor producing or influencing impacts. Examples of program impacts include: community support for schools; teacher and administrative staff attitudes toward community; self-help activities undertaken by the community; school vandalism and delinquency of youth; participation of citizens in both school and non-school decision-making; drug and alcohol abuse in the community; development of curriculum materials; securing legislation favorable to CE; understanding of cultural differences; sense of community; "Quality of Life"; and academic achievement.

The large number of possible combinations for the elements of the "cube" to interact and produce such a diversity of outcomes and impacts characterizes the complexity of the CE program. The comprehensiveness of this model, the design of which is a synthesis of program descriptions from a vast amount of CE literature, permits it to be generalizable. The dimensions and results encompass most of those characteristics which would or should be found in other settings. The value of the model is that it may be used to describe accurately individual programs in different settings as well as the program in KC.

Evaluation Questions

Five questions were formulated to guide the assessment process. They were intended to reflect the dimensions, outcomes, and impacts of the model and to be used as the basis for the conduct of the study. These questions formed the framework for data collection, where such techniques as surveys and interviews were used:

1. How successful is the program in Kanawha County in achieving its outcomes?
2. How effective is the program in Kanawha County in providing services?
3. How efficient is the program in Kanawha County in delivering services?
4. What are the major strengths and weaknesses of the program in Kanawha County?
5. What difference has the CE Program in Kanawha County made in the lives of the residents?

Questions 2 and 3, in particular, are concerned with the interaction of the dimensions of the program model. Questions 1 and 5 are concerned with the degree of success with which the program has achieved its outcomes and impacts for community residents.

Methodology

Two methodological approaches were used in the operationalization of the evaluation, descriptive and case. For the descriptive approach, interview schedules and questionnaires were used for data collection purposes. Interview schedules also were used as part of the case approach. Here, though, the major source of information was unobtrusive measures--records and observation. The confluence of information from these different techniques was analyzed using "triangulation" techniques; these allowed for an intensive investigation of the program and comparative investigations across centers.

Descriptive

Interviews. Four interview schedules were constructed to gather information in the descriptive approach. Utilizing the program design as the foundation, questions were generated to be asked of CE coordinators, school administration members, community residents, and agency officials.

The questions from the interview schedule for CE coordinators reflected information needs about the coordinators' programs and about their results: the community in which their centers operate--history, norms, culture, values, SES; their role as coordinators--their expectations of the community (and vice versa) and plans or visions for the center; and their advisory councils--participation, decision-making powers, agendas dealt with, goal setting; the degree to which they feel they (and their center) are attaining outcomes and impacts (results), and the strengths and weaknesses of their programs' dimensions.

The interview questions for the school administrators also were based on the program design. Information was collected at the central office level from the Superintendent of Schools, two executive assistants, one associate superintendent, two assistant superintendents, two administrative assistants, and one director. In addition, information was collected from nine principals or assistant principals at both the elementary and secondary levels.

The interview schedule used with community residents was intentionally brief and included questions relative to residents' awareness of, participation in, and perceptions of the CE program. Members of the evaluation team conducted two training sessions for advisory council members who served as interviewers from four CE centers: Andrew Jackson High School, Dupont High School, George Washington Community School and Shawnee Community Center.

Since financial and time constraints did not permit interviews and surveys to be conducted at all CE centers, four were picked using six criteria: 1) the centers had to be spread geographically; 2) the centers had to serve diverse citizenry in terms of SES, race and age distributions; 3) the centers had to have full-time coordinators; 4) the centers had to be accessible for information; 5) the centers had to have existing advisory councils; and 6) the centers had to represent both school-based CE as well as community-based CE programs. [The centers also served as the geographic definitions for populations and samples of community residents and school-age children used to respond to questionnaires.]

The fourth interview schedule was developed and used to guide the collection of information from Kanawha County Parks and Recreation personnel. An abbreviated version was used to interview the Directors of the Community Council and the Chamber of Commerce.

Surveys. Four surveys were developed based on the program model and were administered to over 3,000 people as part of the next step in the descriptive approach. All questionnaires were constructed using items which comprised an item pool; this item pool was generated based on program dimensions and results. As draft instruments, they were administered not only for data collecting purposes but also for clarification and validation purposes.

One survey instrument was directed toward the sample of residents in each community served by the four centers specified earlier. This survey helped gather data regarding residents' perceptions of and information about: their awareness and knowledge of the program; their degree of participation in the program; their degree of interest and involvement in, and attitudes toward the program; and the strengths and weaknesses of the program.

Several steps occurred in the drafting of this measure. Materials from sixteen different community education texts, studies, and evaluation reports were reviewed. From them, approximately 31 applicable checklists, surveys, rating/evaluation forms, and interview questions were extracted. The questions and statements on those forms served as an initial item pool. Other items were added to that item pool by team members who generated items specifically applicable to the Kanawha County CE program and its design.

One of the major difficulties with the residents' questionnaire was in establishing a source that could supply a population definition; the names and addresses of the residents at the four center areas were needed. A list of voters, taken from the Voting Machine Assignments from the General Election, November 2, 1976, was used to define the population. The CE Director then identified those voting precincts which served the four CE centers. Random samples by precinct were drawn and the names and addresses of residents chosen were purchased.

The questionnaire mailed to community residents was comprised of four main parts. The first section was devoted to the collection of demographic-type information. In the second section, respondents indicated their reactions to questions related to their knowledge of, interest in, participation in, and attitudes toward the CE program. A third section asked respondents to indicate the extent of change in 25 areas which they perceived had resulted from the implementation of the CE program. The fourth section specifically requested respondents to indicate the extent of operation of a CE program which would occur if school system funding was removed.

Surveys which assessed similar areas of concern were constructed and mailed to teachers, students, and community agency officials. All were color-coded in order to make data collection easier. The teacher questionnaire was also

color-coded to differentiate between association and non-association members who had been drawn as the sample. The teacher questionnaire consisted of four sections. Each section attempted to elicit information about the CE program in a manner similar to that used for the sections in the community residents' questionnaire.

The same format was used for the agency's questionnaire. Agency officials were sampled, using a "Blue Book" listing for this population. The community agency officials who were asked to participate may have had only indirect contact with the CE program, however, since they were selected at random.

After the student questionnaire was administered, two major problems with its design emerged: length and complexity. The survey was too long for students to answer within fifteen minutes. Its complexity compounded the problem, with both survey format and "reading level" being too difficult. Because of these problems a low response rate was obtained and the data were not utilized.

In instances where questionnaires/surveys overlapped with interview schedules (in terms of both sample and purpose), the interview schedule was meant to be used more as an in-depth assessment of particular sample members' perceptions than as a broad assessment. Further in-depth assessment of individuals' perceptions, program description, and outcomes was provided by the second method used in the evaluation--the case approach.

## Case

Two aspects of the case approach utilized a naturalistic method of inquiry. The first aspect was concerned with a description of the history and the background of KC and its CE program. The second part was concerned with the development of a case study of the Washington (WA) CE center.

History and Background. The purpose of incorporating the history and background in the evaluation was to provide a context in which to view and understand the CE program. Most of the information for the history and background section was obtained from the school system or the Chamber of Commerce. These data sources, considered unobtrusive measures because their collection and utilization did not affect the on-going operation of the CE program in any new way, included annual reports, monthly reports from individual centers, previous evaluation information, minutes from advisory council meetings, logs, diaries, correspondence, news articles, brochures, and messages.

Documentation for the history occurred in three phases. The first step was the identification of all available records. In the second phase file drawers and notebooks with information were perused and notes were taken on the material. Finally, the information was arranged chronologically by CE center and the county-level CE office; this arrangement served as the general format for the narrative of the history.

Case. A systematic plan for data collection and analysis was devised for a case study. Doing a case study using ethnographic methods provided for an in-depth look into one community school; this might shed some additional light on the larger, county-wide CE program. The principal investigator for the case study, a former CE coordinator, was convinced that a field study of one site would allow for the generation of a great deal of rich data otherwise unavailable through more quantitatively-oriented techniques.

The selection of the WA CE Center as the site for the case study was based on its comprehensive collection of records, reports, and documentation and the coordinator's long tenure. Moreover, from a continuity perspective, the WA CE Center was an appropriate choice; it had been in operation as a

program for over seven years.

The case study emphasized the use of qualitative techniques common to field study investigations; however, the study was not designed to be a full-scale ethnography with the investigator living on site collecting data. Instead, an attempt was made to expand an ethnographic approach known as conducting "mini-case studies." Essentially, this technique allowed a researcher to conduct field work in short-term time blocks.

The bulk of the data in the case was collected during August, 1979, and January, February, and March, 1980 through five field visits which ranged from three to five days each. Thus, the investigator found it necessary to establish relationships during short but concentrated periods. Time during each field visit was spent conducting formal and informal interviews, examining documentation in the WA CE files and at the central office, and driving through the service region of the center and other parts of Kanawha County. The investigator talked informally with teachers, students, George Washington High School (GW) staff members, WA CE advisory council members, administrators, agency staff members, and many people either who worked at GW or who came to participate in the CE program. Also, the investigator attended meetings with the coordinator and spent many hours "hanging around" to observe, listen, and watch for clues as to how CE was operating there. Such time provided an opportunity, in addition, to schedule other visits, to conduct interviews or discussions, to set up lunch or dinner meetings, and to have informal encounters during which a question or two could be asked of available people.

The growth and development of the CE program at GW had been documented extensively. Statistical data on the number of people attending the CE programs were available. These data were used in analyzing programming

trends, for example. Minutes of past advisory council meetings were helpful in tracing the involvement of GW residents in the CE program. Notebooks and files at WA CE Center contained correspondence, records, newspaper clippings, and financial receipts, all of which were examined in order to plot the development of CE at GW.

The data collection methods--interviews, documentation analysis, and observation--were incorporated into a logistical plan which served as a guide to researching the case as a whole. Several specific procedures were followed: notes from available documentary sources were taken separately regarding specific clues or hunches to be pursued; summaries of interviews and of each day's activities were made; a checklist was developed before returning to the field each day. In addition, each trip to KC was planned very carefully, with specific appointments and field objectives delineated. Time between visits was spent reading through massive amounts of program documentation as it was critical to conserve time in the field for interviews and observations. Also, a limited number of interviews was conducted by phone to permit more time in the field.

Data Analysis

The next phase involved the analysis of the data collected from the descriptive and case approaches. All questionnaires and community resident interviews were analyzed using descriptive statistics. Frequencies and percentages of response were calculated for demographic-type information categories. For the community residents' interviews which were returned, means and standard deviations were computed for length of interview. In addition, the specific programs, activities, and services in which respondents had participated were summarized according to the broad course categories defined by the county.

Strengths and weaknesses of the program which were mentioned by respondents were tallied by center and then classified under broad headings such as "Well-rounded program which meets needs of different groups" (strength) or "Lack of publicity, public awareness" (weakness). Likewise, responses to the question about changes in the respondent or his/her community as a result of CE were tallied and organized in broad categories such as "People in general and specific groups (e.g. children) involved in new activities." Additional comments or suggestions made by the respondents were collected and also were reported by center.

Questionnaires which were returned from teachers, community residents, and agency officials were analyzed descriptively. Means and standard deviations were calculated for all responses on the questionnaire. In these sections, respondents were asked to indicate the extent of their agreement with certain statements about CE or the degree of change which they perceived had occurred due to CE. Differences between teacher association and non-association members' responses on the questionnaire were examined as well as the relationships between CE participation variables and perceived strengths, weaknesses, and changes which had occurred.

Data collection from the interviews and case approach were analyzed using a four-step process: organizing notes; assembling raw data; constructing case record(s); and writing narratives. The investigators whose tasks centered on the production of an historical picture of the county CE program and a case study of one CE center both took extensive field notes. Being somewhat unmanageable due to their tremendous volume, these notes were organized by rereading them and beginning to classify them by topics.

The second step in the analysis process for the case approach involved collating all the sorted data and information from above. Taking all the

assembled raw data and condensing it by evaluating, classifying, and editing pieces, comprised the third step.

Both the history and case investigators relied heavily on these first three steps in order to complete the finished product; the preparation process was the fourth step. Here, the narratives emerged and the reader was presented with a descriptive portrayal of the person or program which had been under study. The primary purpose of such narratives was to enable decision makers to better understand the program and all its functions, operations, and processes.

Triangulation of the data was utilized in all parts of the study. Perceptual data, elicited using survey and interview techniques, were supported or confirmed by observational data; these, in turn, were supported using historical documents. From these pieces of information, then, patterns among the data emerged. These are reported in the following part.

Findings

For over a decade, CE programs have been a vital force in Kanawha County. Today, supported by the Kanawha County Schools, 11 CE centers operate and deliver programs which span the cutural, educational, recreational, social, and vocational spectra. In addition, CE coordinators, employed by the schools, and advisory council members are actively involved with community and governmental agencies and organizations. These multifarious activities are a necessary part of meeting the needs of a diverse population, one third of whom live in isolated hollows and one third of whom reside in the cosmopolitan world of the city of Charleston.

A chronology of historical highlights for CE illustrates the rapid yet constant growth in CE programs between 1972 and 1975. In 1972, the central office position for a CE director was established; by 1975, the director had

established two CE centers using Rockefeller Foundation monies and 11 others through local revenues. The director's impact on CE in all areas, locally as well as nationally, is documented in the development of the CE centers; she has served as the major catalyst in bringing CE to Kanawha County.

CE coordinators are responsible primarily for the operation of their own programs; the director of CE is responsible for the operation of the CE program county-wide. As such, coordinator perceptions of the program primarily reflected their own rather than the "county" program. Without the CE director, however, many of the programs, services, and activities which CE provides, might never exist. Many respondents indicated that the director's ability to establish personal relationships with people in key positions continues to help the CE program. The director's involvement with the head of the Chamber of Commerce and Development was one example; the county-wide CE advisory ("clout") council was another. Thus, the director set herself up as a role model for resource linkage, community organizing, and change agentry. Coordinators followed her lead to greater or lesser extents.

In addition to such county-wide activities, community services and programs are offered to citizens in their own localities through CE centers. In fact, Dupont region residents mentioned service-type activities (e.g., blood pressure clinics, day care) as those in which they had participated more frequently than other residents mentioned such activities. Shawnee residents listed Community service at the top of their list, too. The amount and kinds of services that are offered to people continue to expand. Just this year, social services were brought to the community at EB, for example. Other services, available through the local, state, and federal governments were used by CE to pave roads and institute community planning

(Shawnee), and to feed senior citizens and restore towns and churches (Dupont). In fact, data gathered from all sources demonstrate and reinforce the notion that community services and programs are available to Kanawha County citizens because of the operation of CE in many instances; and the primary service offerings are located at Shawnee and Dupont.

Educational services and programs are offered to all types of people in terms of age, sex, race, and handicap. A full range of programming takes place around each CE center; in areas where the joint recreation program operates, nonreimbursable ("fun-type" as opposed to "educational" or reimbursable) classes are provided. Across centers, almost 300 classes were mentioned by CE residents who were interviewed as those in which they or a member of their household had participated. Almost all class categories (performing arts, visual arts, etc.) were mentioned at least once by citizens responding to a survey. Participant attendance figures at the WA CE center indicate the extent to which people partake of educational programs there; the satellite library may attract even more people. Reading system (Open Court) tutorials are now offered for parents whose children attend elementary school and remedial classes for junior high school students are being created at various centers (St. Albans being the latest one). The Black people living in the Shawnee area report that they are serviced well by their CE program; "educating" citizens in tending their own needs is becoming as important as delivering community services. More "typical" educational programming functions for people in the Shawnee area are available at Dunbar CE center which covers a similar geographic region. WA CE supporters want more "educational" programs; CE in this area seems to be making an impact on the K-12 instructional program, particularly at the high school. Although all feeder schools are used in the GW region for programming, many are used

infrequently or non-continuously for the delivery of educational services. This is true particularly for those sites located a great distance from the high school.

Senior citizens are serviced especially well at Dupont. Nutrition programs are in operation for senior citizens at both Dupont and Shawnee. At the other end of the chronological continuum, preschool children are part of CE through day care facilities and programs at Shawnee. At AJ, activities seem to be available which bring children and families together.

Facility usage is very high, and almost all persons used as data sources were pleased with the extent to which the schools were part of the community as a result of CE. At AJ, in particular, citizens view the school as the hub of community life. The schools not only are open almost 24 hours a day in some instances but also are open seven days a week. A number of people commented that a dozen gymnasiums could be built in the county and would be filled with people as soon as they opened. Parks and Recreation (P & R) personnel, in addition, remarked that the use of school facilities through CE has saved the county money by having equipment and facilities available to county residents without having to build recreation centers. In fact, a formal agreement between P & R and CE, established at the county level, is at the forefront of interagency cooperative relationships.

Although CE contributes to the K-12 instructional program, its influence is center-specific, to a great extent, not county-wide. At Dupont, for example, responses indicated that CE integration and reinforcement of the K-12 area was weak. At GW and AJ, though, K-12 reinforcement was stronger. Teachers mentioned that CE coordinators rarely helped them with arranging field trips or obtaining guest speakers for class. On the other hand, parent tutorials and remedial classes instituted through CE within the past year

may help fortify this component.

Community people definitely have been provided the opportunity to become more active in school affairs, in school decision making, and in other public, government decision-making areas according to the data sources. At Shawnee for example, specific skill-building sessions in community participation have been held; GW has one of the most active, continuing advisory councils. At Sissonville, the Parent Advisory Committee (PAC) and CE advisory council have been combined, in part to encourage increased citizen participation in school decision making. Respondents from AJ indicated support of their "well-rounded" program. People at Shawnee viewed resident participation in school and non-school/governmental decision-making activities as having changed for the better since the inception of the CE program.

One of the best indicators of increased agency and association service delivery to residents in the county through CE has been the testimony of the heads of social service agencies. They described the motivation of CE personnel in getting services "out there" to the people. In fact, CE has been one force pushing the agencies to deliver services through the schools.

Although the CE program in Kanawha County appears to be providing services efficiently to its constituency, it is not doing so effectively, according to all respondents except coordinators. It was difficult to judge the extent to which CE activities reflected the needs of the community; few community members report having received a needs assessment or interest survey within the past year. At the WA CE Center, for example, the coordinator stated that areas of need were elicited through the use of the telephone, and that no formal needs-assessment procedures had been utilized recently. Many residents in other centers did not report receiving brochures or class schedules which could alert them to CE activities. This lack of publicity,

promotion, or awareness prompted citizens to suggest that the CE center offer additional classes or services, some of which were already available.

In terms of program parameters, several strengths of the program were apparent to respondents. CE coordinators received rave reviews and high grades from their clientele and supervisors. A specific chain of authority/command existed, at least on paper, among CE coordinators, the CE director, central staff members, and building principals which facilitated communication and decision making. There was some conflict, however, among the members of the school system as to who was accountable to whom. Principals saw coordinators as being accountable to them only. However, the principals did not evaluate the coordinators or provide staff development, those activities were furnished by the CE director. CE coordinators, in some instances, saw themselves as having two bosses. They reported to the CE director for certain things (e.g. accounting of resources) and to their principal while in the school/CE center building.

The fact that the centers were not very interdependent emerged as a weakness in the CE program. Coordinators relied on each other for help and advice, but the direction of the program was left up to each leader. In some ways, staff development meetings were the only formal link among centers and coordinators.

Most often, advisory councils were weak components within the context of the overall program. Coordinators indicated a number of problems with their advisory councils, ranging from a poor understanding of role and incomplete understanding of the CE concept to poor attendance at meetings. In fact, advisory councils were reported to have been more active before coordinators were hired. Ideally, coordinators saw themselves as striving to develop leadership skills and responsibility among members of their

advisory councils; training sessions are conducted with advisory councils in order to teach people the skills to function effectively as representatives of the community in decision-making processes.

Many coordinators felt that their ability to effect change within their community stemmed from the power and influence they had outside the school structure. In other words, they perceived that their power base was with government and agency officials, not school officials. Thus, motivational problems may exist because the personal/professional needs of CE coordinators are not congruent with public school institutional expectations.

A persistent problem for CE personnel is Kanawha County School Board financial support. Although the CE program maintains itself, the School Board supports its personnel through funds for travel, supervisors, and salaries. Most respondents felt that the CE program might be one of the first to be reduced financially if cuts were made in the overall school budget.

Value patterns of residents living in the county have an impact on the CE program. These ethos and mores include: "ownership" feelings of people toward "their" neighborhood schools (although participation in school affairs doesn't follow); conservative values epitomized by people living in the hollows; liberal values associated with "hillers" and "city" residents; strong religious values apparent among people living in the Upper Kanawha Valley; and ethnic values appearing in small pockets spread through the county.

From an environmental perspective, deeply religious values plus values of ownership of the schools surfaced during the textbook controversy. For example, the current director of CE was shown public animosity when she was CE coordinator at Cedar Grove because residents were angered over the consolidation of the schools. Past patterns of societal norms and politics in-

fluence CE, too. The independent pioneer spirit characterizes the attitudes of some residents who consider themselves too proud to take advantage of social services offered through CE. Additionally, special interest/adversarial groups vie to influence local and governmental officials; school board members running for office use their support of CE as a part of their platforms. There is linkage, furthermore, between party politics, union/miner politics, and school politics. With CE serving as a vehicle which encourages citizen input into public decision making, controversy may occur.

The CE program in the county has accomplished, to a greater or lesser degree depending on the individual center, the attainment of its six outcomes. For example, the schools are open for use after school; learning, tutorial, and alternative programs are available for students and older residents; programs are accessible and well-rounded; and instructors seem to serve their classes well.

The biggest weaknesses of the CE program lay in the areas of publicity, public promotion, and public awareness. Data sources perceived other problems: the too-rapid growth of CE so that its size hinders the effective delivery of services, particularly to rural areas; the lack of financial self-sufficiency; the limited assessments of people's needs before planning programs and services; and the large number of relationships needed to be nurtured in order to continue and improve a CE program.

The CE program in Kanawha County also has made a difference in terms of its impact on the lives of the residents. Several impacts were perceived as having changed for the better as a result of the CE program: community involvement in activities; provision of services or of help to individuals; community spirit and support for the schools and CE; and "Quality of Life." Two impact areas were perceived by all people as having changed for the worse:

school vandalism; and drug and alcohol abuse by community residents.

Conclusions

CE in Kanawha County has been very successful in achieving its outcomes. Data gathered from all sources demonstrate and reinforce the notion that community services and programs are available to Kanawha County citizens because of the operation of CE. In addition, the services are offered to all types of people in terms of age, sex, race, and handicap.

Almost all persons used as data sources were pleased with the extent to which the schools were part of the community as a result of CE. The greater breadth of activities and the longer period of time during which schools remained open were cited as indicators of improved facility usage.

It is difficult to generalize about the influence of CE on the K-12 instructional program on a county-wide basis because the influence of CE varied with respect to each center. The center-specific nature of some aspects of the CE program are manifest in other conclusions, too. In essence, the integration of CE in the K-12 instructional program needs to be given more consideration in the future on a center-to-center basis.

Although community residents have become more involved in school affairs and in public decision-making affairs through CE, it is perceived that a greater effort must be made to improve the involvement of community people in advisory councils. According to many coordinators' perceptions, the advisory councils at their centers were "weak" and in need of improvement.

Increased agency and association service delivery to residents in the county resulted from CE activities. CE, in fact, is seen as one force pushing the agencies to deliver services through the schools.

The CE program in Kanawha County is viewed as very efficient in providing programmatic activities. Residents perceive CE as a well-rounded

program across all centers. The length of time the centers have been in operation, however, seems to determine the types of services offered: "young centers" tend to offer recreation-oriented activities; "mature centers" seem to offer cultural, educational, and academic activities.

Also, CE coordinators have had an impact on activities offered at the CE centers. A relationship seems to exist between the coordinators' experiences and the scope of their programs. The more experienced a coordinator, the greater the scope of the CE program in the area. In CE centers which have not sustained one coordinator over a length of time, more difficulties exist in communicating with residents, in having an active advisory council, and in providing a range of services.

## Towards the Future

Several issues about CE in Kanawha County have emerged as a result of the evaluation. These issues are not weaknesses, necessarily. The program being evaluated, in general, appears to be attaining the outcomes for which it was intended. On a long-term basis, several impacts have been made, too. The extent to which CE can have an impact on people in the future, though, may be based on the extent to which it is able to be "process" rather than "program." Shawnee is a case in point; more impacts ("change for the better") are realized at this CE center than at others. Since there is no one approach (school-based vs. community-based) used in the program which appears to be better or more successful than any other, the challenge for the staff may be to confront the following issues. (Note: No priority has been assigned to these items.)

1. Congruence of school-based and community-based approaches to CE program as a whole--are they or should they be equal?

2. CE programming at sites distant from the CE centers--can or should programming be expanded?

3. Assessment of needs and interests of community members--are there more effective ways to get input from residents than those in use currently?

4. Publicity, promotion, and public awareness of CE--are there more effective ways to disseminate information about the program than those in use currently?

5. Community involvement in CE movement--how can the advisory councils become maximally functional, including the "clout" council? How can CE coordinators become involved with advisory councils instead of in them?

6. Rapid growth and increase-in-size of CE program--how can or should the CE program make an attempt to move from a one-person-centered to a program-centered entity? Should goals, objectives, and priorities for the CE centers' programs be centralized?

7. Defining roles for P & R rural recreation people and CE coordinators--is there double counting of participants? Are enrollees counted as CE participants no matter which courses they take? Should programming boundaries be realigned away from the reimbursable - nonreimbursable class lines?

8. Moving subpopulations of the community closer together--should efforts continue to get "hillers" and "creekers" together? What would happen if the GW CE region supported two advisory councils, one in the Alum Creek area and one in the South Hills area?

9. Contributions of resources to CE by the schools--should CE centers be consolidated so that fewer numbers exist? What would happen if the financial support from the schools was removed? What should CE do in relationship to vocational education?

10. Relationship of CE personnel to school administrators--to what extent should CE staff attempt to meet the needs of their administrators? Can a dual chain-of-command, at least operationally, be maintained?

11. Coping with "burn out" of CE staff--how can staff development efforts be expanded? Are there ways of slowing the past tide of attrition of coordinators? Is burn out a problem?